

UNDEF



The United Nations
Democracy Fund

**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS
DEMOCRACY FUND
Contract NO.PD:C0110/10**

EVALUATION REPORT



**UDF- LEB-10-374 – Youth Partnership for Improved Budgetary Governance in
Lebanese Municipalities: Musharaka.**

Date: 30 October 2014

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I. Executive Summary

(i) Project data

This report is the evaluation of the project entitled “Youth Partnership for Improved Budgetary Governance in Lebanese Municipalities: Musharaka,” implemented by the Lebanese Transparency Association (LTA) in collaboration with the Beitokom Organization and the Mubadarat Organization¹ from December 1, 2011 to November 30, 2013. The project received a UNDEF grant of US\$200,000 to carry out the below activities and objectives. Other donors, through the Middle East Partnership Initiative (MEPI), provided cofinancing of US\$2,750, bringing the total budget to US\$202,750.

The project was a follow-up to an earlier program launched in April 2011 with support from the Middle East Partnership Initiative that targeted 15 municipalities in the six Lebanese governorates. Under the UNDEF grant, the Musharaka project was an extension of the initial Musharaka program, more focused on the areas of Western and Northern Bekaa to ensure a greater impact at the country level.

The aim of the project was “*empowering youth, and wider community through this youth, to render municipal councils of Western and Northern Bekaa more transparent and accountable.*” To achieve this objective, the project was divided into two phases. During the first phase, five democratically elected Youth Shadow Councils (YSCs) received thematic and technical training on good governance, advocacy strategies, conducting needs assessments, access to public services, and budget analysis. The YSCs elected would conduct needs assessments and use them to design and implement small development projects. They would also analyze municipal council budgets and make recommendations on how to make their Municipalities more responsive to the needs of the respective communities.

In the second phase, the elected council would be responsible for training another group of participants on the above-mentioned topics in order to disseminate the principles of transparency and accountability and motivate citizens to advocate for reforms and get involved in their community’s development process.

The project strategy was built on two specific outcomes: (a) Responsiveness of the municipal councils to the citizens’ needs has increased; and (b) Communities (activists, local leaders, political party members, public figures, and citizens) have an increased capacity to actively encourage their municipal councils to be transparent and accountable. It included training sessions, fieldwork, desk research, and learning-by-doing activities.

The project covered five additional Municipalities situated in Western and Northern Bekaa (Der El Ahmar, Baalbeck, Taalbaya, Saadnayel, and Sawireh) selected because of their previous experience with youth participation, population and municipality size, municipal institutional capacity, and commitment to sharing budget information. The project beneficiaries were young people between the ages of 17 and 29, municipal councils in the regions where the project was implemented, and citizens living in these regions.

¹ Both of these organizations are situated in the Bekaa region. They assist LTA with its projects and facilitate the implementation of project activities in the regions.

(ii) Evaluation Findings

The project was **relevant** to the needs of Lebanon's social and political situation, where democratic governance has been undermined by corruption and lack of transparency in public administration. By promoting young people's presence and participation in municipal councils, the project sought to strengthen the role of Municipalities as the guarantors of good governance in public affairs. The project strategy simultaneously involved the beneficiary groups, both youth and the Municipalities, in the different stages of the intervention, creating a dynamic of complementarity in their roles. The choice of the Western and Northern Bekaa regions for the intervention stemmed from the need to strengthen the exercise of citizenship in a rural region marked by conflict and widely diverse political affiliations and religious beliefs and practices. The project includes a gender quota in YSC electoral processes. While overall, the project strategy was relevant to the objectives pursued, when selecting the matters to address, it would have been preferable to have tackled the issue of youth participation more explicitly through a gender equity and social inclusion approach.

The project's good level of **effectiveness** is reflected in its achievement of the outcomes and objectives initially identified. The project mobilized and trained 200 young women and men aged 17-29 in the municipalities of Der El Ahmar, Baalbeck, Taalbaya, Saadnayel, and Sawireh. It had a relevant and well-defined strategy with concrete indicators that facilitated the monitoring of achievement levels. The Grassroots Manager's role in connecting with the community was key to the project's success. The training was balanced with fieldwork that encouraged active youth participation in the five municipal councils, giving them an insider's view of how the institution works and a better understanding of its role. The spontaneous and/or programmed opportunities for interaction (budget analysis, planning sessions, advocacy for better tailoring the budget to the population's needs, etc.) increased the capacity of young people to dialogue with the Municipalities. The training provided in the TOT program contributed to the replication and sustainability of the outcomes. The materials produced in collaboration with the young people summarize the content and lessons learned and are being used by other municipalities that were not directly involved in the project.

The project achieved a very satisfactory level of **efficiency**, since, with a modest budget, it managed to train and mobilize a significant and representative number of young people, who were then able to replicate the experience. It also raised awareness and enlisted the participation of municipal council members in the five Municipalities where the activities were carried out.

Collaboration between LAT and its partner organizations has led to efficient and transparent management, fostering proper use of human and financial resources. The execution timetable was respected. The execution level of the activities and the outcomes obtained show a good cost-benefit ratio. The budget execution rate was 98.4%. While the overall budget was adequate, LTA believes that some budget lines should have been handled differently to achieve a better balance in the execution of certain activities; this is especially true for the "Travel" budget line, to which costs generated by monitoring in the field were charged. Nevertheless, the beneficiary organization believes that these lessons can be useful when designing future projects.

The project achieved very high **impact** levels, although some of areas need strengthening. The impact achieved in youth capacity building in the areas of good governance, accountability, and transparency is clear. Creating the YSCs had a very positive impact on the beneficiary populations in the Bekaa region, particularly because it promoted interaction among youth of different faiths and political persuasions. The young people consider the project to have been an initiation in social activism that enabled them to "do something

together.” While YSC activities have come to an end, because of the project some of the young participants have joined local CSOs, others are working in the private sector, and many more are working in public service. The impact on the Municipalities varied, but it is estimated that four of the five involved in the activities are interested in searching for new initiatives to lend continuity to the experience. One factor that could undoubtedly maximize the impact is the organizations’ capacity to create synergies and share good practices and lessons learned. Here, collaboration with the previous UNDEF-funded project (UDF-LEB-08-244) could have made a qualitatively positive contribution.

The project achieved a good level of institutional, technical, and financial, **sustainability**, although certain factors in the current context represent constraints that must be considered. At the technical and institutional level, the project produced outcomes that support continuity and replication of the initiatives in new Municipalities. The youth that were trained constitute social capital that should be taken advantage of. The climate of trust built among the various stakeholders has spurred the desire to continue working in similar initiatives.

However, it is unfortunate that the project was unable to guarantee the long-term presence of the YSCs in the Municipalities, especially since the continuity of programs in the Municipality is dependent on the influence of the family in power and political connections. Furthermore, the country has a weak information access and public accountability culture. LTA is aware of these limitations, and one of its basic objectives ensuring that young people have “their own space” and “their own identity” in the Municipalities. It therefore plans to gear all future projects to this outcome.

In the country’s current sociopolitical context, the UNDEF project’s **value added** was to show the importance of youth participation’s contribution to public administration in the municipality. The beneficiary groups say that they learned about accountability, realizing that citizens can monitor the public budget and submit proposals to the Municipality. This activity has the potential to evolve from the acquisition of knowledge to a better understanding of democratic practices and values.

(iii) Conclusions

- ***The project demonstrated the importance of creating spaces for youth participation in local public administration.*** The creation of the YSCs and youth capacity building helped improve transparency and accountability in the five participating Municipalities.
- ***The project prioritized a well-structured strategic approach that was highly relevant to the objectives pursued.*** Working simultaneously with young people and the municipal authorities, the project offered a concrete, effective learning framework of theory and practice that, by integrating training initiatives, fieldwork, and learning by doing, taught citizens how to engage in public budget oversight.
- ***The project provided a specific activity on how to conduct elections.*** This resulted in the democratic election of five Youth Shadow Councils (YSCs), which has boosted the culture of democracy among the citizenry and the beneficiary groups alike. Still remaining is to increase youth ownership of the value added that the representativeness and legitimacy of these bodies bring as an experience in the exercise of civil rights. Few young people aspire to run for office in the coming elections.
- ***The project identified new needs that could be the focus of future initiatives to strengthen democratic processes.*** While this experience was extremely

positive, there is a need to carve out spaces for young people in municipal councils in recognition of their status as active citizens. Formalizing the YSCs and according them institutional status in the Municipalities are important for ensuring the continuity of their activities and, especially, for progress toward youth participation in decision-making and political dialogue with local authorities.

- ***Need to clearly and explicitly integrate the rights approach into democratic participation practices developed with and by youth.*** The project's needs-based approach needs to evolve toward the strengthening of democratic practices. Issues such as accountability, transparency in public administration, and even youth participation in the Municipalities were not adequately addressed from the standpoint of access to and the exercise of civil rights. This observation is equally valid for the projects implemented in the communities. A reflection on the role of social stakeholders as vectors of change in society could improve the understanding of democratic processes.

- ***Need to strengthen connections and synergies with other civil society stakeholders and initiatives working to promote youth participation in local public administration.*** There is little participation with other CSOs or initiatives with common objectives. This is true for two UNDEF-supported projects operating in the same intervention sector, where interaction with each other could enrich practices and approaches.

(iv) Recommendations

i. Plan initiatives to consolidate the participatory processes begun, particularly with the YSCs. The mission recommends an emphasis on understanding youth participation in local public administration as an exercise of their rights and recognition of their status as citizens. Such an approach would strengthen the representativeness and legitimacy of the YSCs in the community and the appreciation of that role. Formalizing the YSCs and according them institutional status as bodies for democratic participation should contribute to the development of a collective identity among youth, with a specific agenda and profile characterized by social and political engagement with local authorities.

ii. Contemplate and design alternative approaches when developing small projects for implementation in communities. On the one hand, these activities should offer an opportunity to adopt participatory practices in the exercise of citizenship, putting accountability, transparency, and good governance on the public agenda. On the other, these projects should not only respond to community needs but serve as collective spaces for learning and developing democratic processes that more explicitly include the gender approach.

iii. Strengthen connections and synergies with other civil society stakeholders and initiatives working to promote youth participation in local public administration. This would entail capitalizing on the successes of other projects and activities, identifying strategic allies that could contribute real value added through joint initiatives. Specifically, projects should look for CSOs committed to (a) enforcing the National Youth Policy; (b) passing the new municipal elections law; (c) drafting regulations for youth participation in municipal councils through a Municipal Government Decree; (d) training on the right to participation.

II. Introduction and development context

(i) The project and evaluation objectives

The Youth Partnership for Improved Budgetary Governance in Lebanese Municipalities: Musharaka project was implemented by the Lebanese Transparency Association (LTA), in collaboration with the Beitokom Organization and the Mubadarat Organization² from December 1, 2011 to November 30, 2013. UNDEF provided a grant of US\$202,750, US\$20,000 of which was retained for monitoring and evaluation purposes. Other donors, through the Middle East Partnership Initiative (MEPI), provided cofinancing in the amount of US\$2,750, bringing the total budget to US\$200,000. At the end of the project, the executed UNDEF grant came to U\$180,000 (U\$177,199.33 were spent, with U\$2,800.67 remaining).

The project is a follow-up to a previous program launched in April 2011 with support from the Middle East Partnership Initiative that targeted 15 municipalities across the six Lebanese governorates. Under the UNDEF grant, the Musharaka project was an extension of the initial Musharaka program, more focused on the areas of Western and Northern Bekaa to ensure a greater impact at the country level.

The aim of the project was “*empowering youth, and wider community through this youth, to render municipal councils of Western and Northern Bekaa more transparent and accountable.*” To achieve this objective, the project was divided into two phases. In the first phase, five democratically elected Youth Shadow Councils (YSCs) received thematic and technical training on good governance, advocacy strategies, conducting needs assessments, access to public services, and budget analysis. The YSCs that were elected would conduct needs assessments and use them to design and implement small development projects. They would also analyze municipal council budgets and make recommendations on how to make their Municipalities more responsive to community needs.

In the second phase, the elected council would be responsible for training another group of participants on the above-mentioned topics in order to disseminate the principles of transparency and accountability and motivate citizens to advocate for reforms and get involved in their community’s development process.

The project strategy was built on two specific outcomes: (a) Responsiveness of the municipal councils to the citizens’ needs has increased; and (b) Communities (activists, local leaders, political party members, public figures, and citizens) have an increased capacity to actively encourage their municipal councils to be transparent and accountable. The strategy included training sessions, fieldwork, desk research, and learning-by-doing activities.

The project covered five additional municipalities situated in Western and Northern Bekaa (Der El Ahmar, Baalbeck, Taalbaya, Saadnayel, and Sawireh), selected because of their previous experience with youth participation, population and municipality size, and municipal institutional capacity and commitment to sharing budget information. The project beneficiaries were young people between the ages of 17 to 29, municipal councils in the regions where the project was implemented, and citizens living in those regions.

The evaluation of this project is part of the larger evaluation of the Rounds, 2, 3, and 4 UNDEF-funded projects. Its purpose is to “contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project

² Both of these organizations are located in the Bekaa region. They assist LTA with its projects and facilitate the implementation of project activities in the regions.

strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved.”³

(ii) Evaluation methodology

The evaluation was conducted by an international expert and a national expert hired under the Transtec contract with UNDEF. The evaluation methodology is spelled out in the contract’s Operational Manual and is further detailed in the Launch Note. Pursuant to the terms of the contract, the project documents were sent to the evaluators in early August 2014 (see Annex 2). After reading and analyzing them, they prepared the Launch Note (UDF-LEB-10-374), describing the analysis methodology and instruments used during the evaluation mission to Lebanon (Beirut and Bekaa) from September 14 to 19, 2014. The evaluators interviewed project staff and members of the Lebanese Transparency Association (LTA) and Mubadarat Organization coordination team. They also met with one of the project’s regional facilitators and a representative sample of beneficiaries (civil servants, YSC members, and beneficiaries of the three small projects implemented by the YSCs) in the municipalities in Western and Northern Bekaa (Taalbaya, Saadnayel, and Sawireh). The evaluation team also visited a similar initiative supported by the MEPI Project in the municipality of El Rawda. Due to security issues, however, the evaluators were unable to visit the Beitokom Organization, located in a region fraught with political tensions. Annex 3 contains the complete list of persons interviewed.

(iii) Development context

In Lebanon, young people aged 15-24⁴ account for approximately 30% of the working population and 20% of the total population. Schoolchildren, university students, and vocational and technical students account for roughly 32% of the country’s total population; some 53% of all university students are women and 47%, men. Economic growth in Lebanon slowed from 2.5% in 2012 to 1.5%⁵ in 2013, leaving 30% of young people unemployed with no access to social security. Consequently, in a country where youth unemployment is high, young people hunger for projects to satisfy their need to have something to do. Yet, their perspective is not strategic at this stage but has developed to fill a void.

A look at local government in Lebanon reveals that the municipal system is highly centralized and sorely lacking in autonomy. Accountability and transparency are not principles that majority of the generation currently in power have embraced as a work ethos. While some politicians have promoted decentralization initiatives, reform is still a distant goal. Moreover, with regard to legislation and the quest for a relevant legal framework, there is the Access to Information Law, whose passage has been pending since 2010; it was added to the government agenda in April 2014 but removed at the last minute. Clientelism and religious affiliation largely govern the hiring of administrative staff in the Municipalities, leaving little or no room for youth in the halls of public institutions. Nevertheless, as a result of previous civil society projects supported by UNDEF (i.e., Citizenship is My Right), some 16 Municipalities have youth committees that remain active and keep an eye on activities, thanks to their offices inside the Municipality.

Organizations focused on active citizenship are not lacking in Lebanon,⁶ and there is a Youth Forum for National Youth Policies⁷ that serves as a platform, supported by the Youth Policy

³ Operational manual for the UNDEF-funded project evaluations, page 6.

⁴ ESCWA data

⁵ IMF data

⁶ Lebanese Transparency Association (LTA), Mouvement Social, Nahwa Al Muwatiniya, etc.

⁷ <http://www.youthforum-lb.org/ar/index.php>

Document endorsed in April 2012. This document makes recommendations in five main areas: demographic characteristics and migration, labor and economic participation, education and culture, health, social integration and political participation.⁸ However, the platform is not inclusive enough of civil society stakeholders or powerful enough in terms of advocacy. Therefore, since one of the ultimate long-term goals of UNDEF projects is the democratic participation of youth and youth awareness of the basic right to participate actively in public affairs, it must be concluded that Lebanon still lacks a permanently active and influential platform with a customized strategy that is embraced by large numbers of civil society stakeholders. Indeed, the challenge in Lebanon is that the culture of solidarity is weak, since civil society organizations find it hard to let go of their "egos" and share what they do best with other social stakeholders to jointly pursue a common goal from multiple angles, capitalizing on their different areas of expertise.

Moving on to the sociopolitical plane, since March 2011, Syria has been mired in a conflict that has forced many of its citizens to flee to neighboring countries, including Lebanon. Counting only registered refugees, official UNHCR data indicate that the number of refugees will soon reach more than 1.2 million, while the total Lebanese population numbers over 4 million. Thus, the influx of Syrian refugees is undoubtedly imposing a heavy burden on the host regions and project beneficiary villages, especially those with no significant resources. In fact, these villages are rethinking the focus of development initiatives, even in the Bekaa region, since local government activities or facilities are being reoriented or used for refugee assistance activities on instructions from the government. Thus, the presence of so many refugees has become a constraint to local development and project advancement.

⁸ Bank loans (0% interest for people under the age of 25 or disadvantaged youth / housing loan for people under 25. http://www.youthforum.lb.org/en/index.php?option=com_content&view=category&layout=blog&id=46&Itemid=157

II. Project strategy

(i) Project strategy and approach

The purpose of the Musharaka Project was to empower a group of 200 young women and men between the ages of 17 and 29, so that, by actively participating in five municipal councils, they could improve the transparency and accountability of these bodies.

The project strategy was based on the results of a previous initiative (2011) implemented with support from the Middle East Partnership Initiative (MEPI) in 15 municipalities across Lebanon's six governorates. The UNDEF project made it possible to expand the intervention to five more municipalities (Der El Ahmar, Baalbeck, Taalbaya, Saadnayel, and Sawireh), situated in the Western and Northern Bekaa region.

The Lebanese Transparency Association (LTA) joined forces with two partner organizations in the Bekaa region, the Beitokom Organization and the Mubadarat Organization, with whom it had already worked in the implementation of several earlier projects. The intervention logic spelled out in the Project Document is specific and coherent, and includes a balanced series of training activities, fieldwork, desk research, and learning-by-doing activities. Both the sequence of activities for each outcome and the definition of the outputs are clearly spelled out and relevant to the objectives pursued. The fact that the project focused on only two outcomes with well-defined indicators facilitated the monitoring of execution and outcome assessment.



Training in the Municipality of Al Sawira

The main component of Outcome 1 was training youth in specific areas such as accountability, transparency, and governance; leadership, lobbying, and communication; and project design and management. Specific technical training was later provided to the democratically elected young people in the five Youth Shadow Councils (YSCs). Based on the programs and proposals they had promoted during their candidacy and electoral campaigns, these young people conducted needs assessment studies in each municipality – studies that were used in the design and implementation of small local development projects. Each Municipality thus participated in the implementation of a local development project, which served as practical application of the theory that had been taught.

During these activities, the YSCs were constantly interacting and meeting with the municipal councils and budget departments of each Municipality. According to the statements from the actors interviewed, these opportunities for dialogue built a climate of trust, enabling municipal authorities to view YSCs not as competitors but collaborators.

Outcome 2 focused primarily on improving citizen monitoring of transparency in municipal public administration. The YSCs reviewed municipal council budgets and made recommendations on how the Municipality could more relevantly and effectively meet the needs of the respective communities. The beneficiaries had a very positive opinion of the training workshops for YSCs and municipal council members. The training-of-trainers (TOT) component was important in this phase, enabling many young people to replicate the training they had received, opening it to citizens and youth in other intervention areas.

At the same time, the project was preparing a series of training materials, among them the Guidebook and Good Governance Matrix, based on the specific experiences and outcomes achieved under the project initiatives. These tools proved very useful, particularly because of their practical orientation, and were widely distributed among 962 Municipalities.

The project strategy yielded very tangible results. The YSCs thus played a dual role, since on the one hand, they engaged in advocacy and improved local governance; and on the other, they assisted Municipalities with capacity building in each municipal council. Furthermore, militants, local leaders, political party members, public officials, and the general public simultaneously received very specific training to foster commitment to more transparent public administration and accountability by the municipal councils. By electing the five Youth Shadow Councils (YSCs), citizens and local communities had the opportunity to strengthen their democratic culture.

Notwithstanding, the evaluators would like to point out a component that could have been handled better in the project strategy. Since this project was designed to strengthen democratic processes, the workshops for the beneficiary groups should have provided more detailed information on rights. The project's main priority was a needs-centered approach that did not involve informing the beneficiaries that access to public information, the monitoring of transparency in public administration, and good governance are the inherent rights of citizens—rights that do not depend solely on the good will or acceptance (or lack thereof) of the local authorities. The documents and materials produced do not make that clear, nor did any of the actors interviewed do so. LTA management has acknowledged that up to now, the organization has not specifically implemented this approach, but that it is one of the areas that needs to be strengthened in its institutional strategy and actions going forward.

(ii) Logical framework

The table below presents the project intervention logic: its activities, intended outcomes, objective, and the development objective pursued.

Activities	Intended outcomes	Project objective	Development objective
<ul style="list-style-type: none"> • 5 kick-off events in 5 different regions (Baalbeck, Deir el Ahmar, Saadnayel, Sawireh, and Taalabaya); • Recruitment of 200 young people (40 youth/ region; men and women) from the 5 regions in Central, Northern, and Western Bekaa. • Training sessions (for each group of 20 young people); • Needs assessment for the population in the intervention regions; • Drafting of proposals for small projects in each community; • 2 meetings with municipal council members on the findings of the needs assessment; • Design and preparation of the electoral campaign and platform in each region; • Elections for YSC members; • 5 YSCs elected (one in each region); • Implementation of the small projects in each region; • YSC lobbying in each municipal council to optimize municipal budget. • Training of YSC members in the training-of-trainers (TOT) methodology; • YSCs provide training to 150 community members and CSOs on the topics addressed in their initial training; • Production of the Community Guidebook and Good Governance Matrix, with the participation of the YSCs; • Workshops in the Bekaa Governorate to train municipal councils, CSOs, and activists in the use of the Matrix in each of the municipalities. 	<ol style="list-style-type: none"> 1. Responsiveness of the municipal councils to the citizens' needs has increased 2. Communities (activists, local leaders, political party members, public figures, and citizens) have an increased capacity to actively encourage their municipal councils to be transparent and accountable. 	<p>Empowering youth, and wider community through this youth, to render municipal councils of Western and Northern Bekaa more transparent and accountable.</p>	<p>Contribution to an appreciation of young people's role and participation in public administration in Municipalities.</p>

III. Evaluation findings

(i) Relevance

The opinions and statements gathered during the mission confirm the relevance of the project in a context of seriously weakened democratic governance, marked among other things by corruption and lack of transparency in public administration. The project strengthened the Municipalities' responsibility to guarantee transparency and good governance in public affairs. Furthermore, although the decentralization process gave local authorities and institutions the major role, mechanisms for ensuring their correct operation and implementation have yet to be adequately guaranteed. In many cases, municipal council members are more likely to be selected for political reasons and/or their family connections, even when they lack the basic training to perform their duties. In Lebanese society, where balancing opportunities for participation among political, religious, and community groups is essential, the project's contribution to capacity building in public administration and local governance addressed a real need. Furthermore, the project fits within the efforts of Lebanese society to strengthen democratic processes.



Training in the Municipality of Saadnayel

The choice of the Western and Northern Bekaa region for the project's operations was based on specific, well-defined criteria. The Bekaa region is a rural conflict zone, marked by highly diverse political affiliations and religious beliefs and practices, where strengthening the exercise of citizenship and support for local development initiatives are sorely needed. The project was implemented in highly impoverished areas with little capacity to offer basic opportunities for youth – a situation exacerbated in recent years by the massive influx of Syrian refugees. According to the statements gathered, the project reached some municipalities before the national government did, tending to the needs of the local population, however modestly. The Municipalities identified were those committed to supporting young people's initiatives and opening channels of communication that would foster the success of the project.

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We were distributing the materials and preparing the activities while listening to the bombs falling very nearby.
Ayman Dandach, Project coordinator

One of the regional facilitators commented that a clear indicator of the interest the project sparked among the beneficiary groups was the fact that each time the call went out to create a group with a maximum of 30 young people, there were more than 80 applications. Since the project was unable to accept all applicants, specific criteria were set for selecting the beneficiaries to balance representation and the different profiles, socioeconomic background of the candidates, and, above all, the young men and women's interest in making a commitment to serve the community. In the YSC electoral process, the project introduced a

gender quota for the slates of candidates to guarantee that women would be running for YSC membership. The president of the YSC in the Municipality of Taalbaya, a woman, explained that gender representation was fairly balanced in an effort to respect the quota of 50% women and 50% men, although it depended on each municipality. Only three of the 15 members of one of the YSCs were women. The vast majority of the individuals interviewed during the course of the mission were men.

As previously noted, the project strategy was generally relevant to the objectives pursued. When selecting the issues to tackle, however, more information about youth rights and the recognition of young people as individuals with rights would have been preferable, signifying a substantial change in their status as citizens. More information about the representative role of the YSCs would also have been useful. Moreover, while the project introduced a gender quota for women's participation as a component of equity, this matter could have been addressed in the training program. Finally, it would have been a good idea to include a communication strategy to shine a spotlight on the civic engagement processes promoted by the project and put them on the public agenda.

(ii) Effectiveness

The project strengthened several components of effectiveness due to its excellent capacity to execute and monitor the activities, facilitating achievement of the outcomes and objectives identified at the outset. The quality of its partnership with the two organizations responsible for project implementation in the field, as well as the day-to-day supervision and assistance provided by the Grassroots Manager, clearly contributed to the effectiveness of the intervention.

In addition, the mission confirmed that the execution of the project followed the strategy detailed in the Project Document (PD) step by step. The indicators served as the monitoring instrument, enabling the coordination team to constantly observe progress toward the intended outcomes. The project recruited 40 young people in each of the municipalities targeted (Der El Ahmar, Baalbeck, Taalbaya, Saadnayel, and Sawireh), mobilizing a total of 200 young women and men between the ages of 17 and 29. Five Youth Shadow Councils (YSCs) were created. The purpose of the initial training program was to support active youth participation in the five municipal councils. To this end, two days of training were held for groups of 20 young people, creating the conditions for learning and participation. The training activities were balanced with fieldwork, desk research, and learning-by-doing activities. LTA's technical teams assisted with the production of the materials and PowerPoint presentations. The choice of subject matter was consistent with the project objective, which was to empower young people so that they could make a tangible contribution to improving transparency and accountability in public administration in their municipalities. The young people received training in the areas of budget management, transparency and governance, leadership, and lobbying and communication, as well as project development and management. This helped them with the fieldwork in their respective regions. Specifically, they conducted a needs assessment that served as the basis for the proposal of a small project to implement in their municipalities. This experience was greatly appreciated by the young people, who stated in the interviews that, in addition to acquiring information on matters they had never really explored, they were able to perform a practical task, dialoguing with the local population and members of the municipal council. Working in the Municipality gave them an insider's view of how the institution operates and a better understanding of its role. Similarly, Municipality officials said that their interaction with the YSCs had allowed them to see and appreciate the young people's contribution, gradually leading them to view the YSC members as colleagues instead of interlopers. All the officials acknowledged that it had not been easy at the beginning, since some of them were leery because of bad

experiences with other projects. Furthermore, the young people did not have a regular schedule and showed up at municipal headquarters at all hours. One of the presidents of the Municipalities said that at a certain point they realized that to create an effective climate of collaboration, it was not only important that they and the members of the municipal council support the project, but that all staff know about it and lend a hand. Thus, for example, police officers were available during activities on weekends, even though they coincided with their days off; or staff would come in to open and supervise the offices.

In addition to providing these spontaneous opportunities for dialogue and cooperation, the project also held scheduled meetings (two planning sessions, advocacy for creating a budget more tailored to the population's needs, etc.) designed to strengthen the capacity for dialogue between youth and the Municipality. This was the context for the negotiation of the five field projects proposed by the YSCs.⁹

While these projects were under consideration, there was a conflict in one location between the YSC and the Municipality. The president of the Municipality was amenable to the young people's proposal but wanted to claim it as his own for the upcoming elections. The YSC wanted to restore an old train station and turn it into a large library. This sparked much debate, because the young people refused to accept the coopting of their proposal, and the president would not approve it as a project for them to implement. The parties finally agreed to abandon their respective positions, and the young people, although somewhat disappointed, submitted an alternative project aimed at support for an NGO.

The Project's most important contribution was the fact that the YSCs to a certain extent became a meeting point for everyone. What most facilitated integration among YSC members was that we are all young, we all have the same objectives; there were some confrontations but good leadership helped to defuse tensions.

Sherihane Tarchichi
President of the YSCs,
Municipality of Taalbaya

Through these processes, the YSCs became real resources for collaboration, also participating in activities to aid refugees. One of the factors in the project's success was undoubtedly the assistance and linkage provided by the Grassroots Manager, who played a key role in the project strategy.

Finally, the project also had a component for the replication and transfer of knowledge through the TOT program, which not only boosted effectiveness but to a certain extent helped ensure the sustainability of the outcomes. After the democratic election of the YSCs, their members received training on specific topics and techniques to complement their initial training (budget analysis, advocacy techniques, information about rights, etc.). Much of the content and lessons learned were



Training at municipal headquarters in Taalbaya

⁹ They dealt with the following issues: community environment, school environment, cultural centers, and NGO support.

included in the Community Guidebook and Good Governance Matrix, produced in collaboration with the young people.

LTA was extremely satisfied with the results of the UNDEF project, which it considered an easy, successful project that, moreover, greatly motivated the beneficiary groups. While most organizations find it hard to recruit young people for this type of project, in this case, the project could not accept all those wishing to participate.

(iii) Efficiency

The activity execution level and outcomes achieved have a good cost-benefit ratio. With a modest budget, the project managed to train and mobilize a significant and representative number of young people with the capacity to replicate the experience, while raising awareness and enlisting the participation of municipal council members in the five Municipalities where the activities were carried out.

A team consisting of the Executive, Director, the Grassroots Manager, the Project Coordinator, and the Financial Assistant were in charge of coordination. The team efficiently handled the technical and administrative management of the intervention. Other permanent LAT staff assisted with the implementation of various activities (e.g., conducting research and producing materials for the training sessions). There was good linkage between the central level, which operated out of Beirut, and the two partner organizations involved in project execution in Bekaa. Two local facilitators coordinated activities in the five municipalities. The Grassroots Manager was responsible for monitoring, visiting municipal headquarters two or three times a week and supervising the work of the two facilitators. Pre- and post-testing was conducted for the meetings and training activities to obtain the beneficiaries’ views and observe progress in capacity building. The medium-term impact and degree of ownership were not systematically monitored; this would have made it possible to observe the practical application of the knowledge received. The team was extremely competent and had an excellent command of the subject matter and field practices. All its members had worked with other similar LTA projects on youth, transparency, and good governance. The Project Coordinator had worked for Mouvement Social (Social Movement), the NGO in charge of executing another UNDEF-supported project, UDF-LEB-08-244.

In terms of the project timetable, no changes were observed that altered the programmed outcomes. The relevant risk analysis and the experience and expertise of LTA and its partners in the intervention areas increased the efficiency of the activities.

In terms of budget execution, LTA believes that while the overall budget was adequate, some budget lines should have been handled differently to achieve a better balance in budget execution.

The most important budget line was “Fellowships” (US\$49,599.52, equivalent to 28%) for the implementation of small projects by each YSC in the communities. Since these projects were designed to enable young people to put the knowledge acquired in the training sessions into practice through action that benefited the municipality, LTA believes that this activity was efficient. Each project supported a specific activity that directly benefited the municipality in some way.

The “Travel” budget line, in contrast, was underestimated, as sufficient resources had not been allocated to cover the Grassroots Manager’s monitoring activities in the regions. This

Our organization has many projects in the region. However, this was the one that sparked the most interest among youth. It was as if something new had entered the Lebanese mindset.

**Nidal Khaled,
Facilitator Mubadarat
Organization**

expense was higher than anticipated (US\$1,526.87). Monitoring was also conducted in the field, but LTA covered the costs.

LTA noted some problems with the execution of the “Salaries” budget line. It was disappointed that the salaries of the Program Manager and Financial Manager were not accepted in the initial project budget. It would like to have had 10% financing for these posts, since the two individuals had management functions – the Financial Manager, as the person in charge of hiring staff to monitor budget execution, issue payments to all personnel, produce the financial reports, and prepare for and attend audits. LTA also found that not enough time had been allotted for the duties of the Grassroots Manager (only 15% of whose time devoted to the project was paid for by the project). Finally, LTA expressed concern about not receiving the 10% funding requested to cover social security for all project staff. These comments were made during the evaluation and were considered lessons learned that should receive more balanced treatment in the budgets of future LTA projects.

The estimated “Meetings and Training” budget required minor adjustments (especially for food costs) but was adequate for conducting the training activities. The budget surplus from “Advocacy,” for which a very high budget had been calculated for campaigns in the regions (US\$3,500), was used to make up the differences in the other budget lines.

MEPI provided US\$9,000 in financing for the production of materials, publications, and the Matrix’s companion CD. Finally, regarding the differences observed in the signing of the financial reports, LTA explained that there were two reasons for this. First, every two years, it changes auditors for its annual report. KPMG was its internal auditor from 2011 to 2013. Second, at the time of the final audit, since LTA lacked resources of its own to cover the cost of this particular project audit, it engaged external auditors, Haddad in 2011 and Yazjoub in 2013, who did the work free of charge. LTA’s regular auditing firm is paid.

(iv) Impact

All stakeholders interviewed considered the impact of the youth participation process and creation of the YSCs on the beneficiary populations in the Bekaa region very positive, although some of its effects are more visible than others. The general view was that the UNDEF project’s focus on a single region made it easier to observe its impact.

In terms of the young people who directly benefited from the project, the clearest impact was their strengthened capacities in very specific areas, among them project proposal and execution, accountability, transparency, and good governance in public administration. These beneficiaries commented that this experience had been a very important one, as it gave them an opportunity to acquire knowledge and at the same time “do something tangible,” designing small initiatives to benefit the local population. Beyond each specific project, what they most appreciated were the procedures they learned – i.e., how to mount an electoral campaign, how to create a platform to support their candidacies, and subsequently, how to organize the work in each YSC to honor their commitments. All these stages, including the phase in which they identified the greatest needs in their

The project’s greatest contribution was that young people were able to acquire new skills and can now train other youth. Little by little, we began to understand that it was important to support the project’s initiatives. Police officers were there on weekends, even though it meant their days off. This was also the case for the person who had to open the doors. The Municipality was there for us.

Ali Breich, Member of the Taalabaya Municipal Council and Attorney.

communities, combined with consensus-based decision-making on which projects to implement, represented an initiation in social activism. This was one of the aspects repeatedly mentioned by most of the young people interviewed: the project enabled them to “do something together.” And this led to cooperation among youth of different religious and political persuasions, as, for example, in Taalbaya, where it was possible to work with both Muslims and Christians (groups that often distrust each another due to the political tensions). Through the workshops and activities, these young people began to discover that the most important thing was to work toward the objectives pursued by all, whatever their beliefs. TOT courses in the five YSCs enabled the beneficiaries to replicate the courses in other locations, training and motivating other groups of young people to organize initiatives in their own communities. It is clearly too soon to measure the lasting impact of these initiatives and, especially, to gauge their quality. In fact, the object of the five projects implemented was not necessarily experiences in civic engagement, activities for the joint preparation and proposal of municipal public agendas and policies, or proposals to promote youth policies that included a rights approach. These issues were not tackled in this phase of the project. LTA’s new Director believes that the UNDEF project made it possible to “sow the seeds,” but that they still must be “watered” if they are to bear fruit.

Today, several former YSC members are working in local CSOs; others, in the private sector; and many others, in public service. Some of them have created their own organizations to implement local initiatives. However, this is something that should be reconsidered. Given grassroots organizations’ struggle to survive and the meager local backing that they receive, it would be worth exploring whether this investment of energy will have lasting and consistent effects, and if it will not, looking into collective alternatives more likely to survive and produce a relevant impact.

The impact on the Municipalities varied widely, since in some of them the project achieved greater motivation and engagement, while in others, officials refused to participate because of their reluctance to disclose the municipal budget. The heaviest resistance was in the Mount Lebanon region. According to the regional facilitator, four out of the five Municipalities that the project worked with were open and positive, offering support for the young people’s initiatives.

To date, operations have been carried out in 20 of the country’s 1,054 municipalities, if the results of the UNDEF project and the project executed with MEPI are taken into account. The members of the coordination team believe that corruption cases have declined, as the project heightened sensibilities and raised awareness about transparency and accountability; this, in turn, has led to a certain moral control among municipal council members. Finally, it should be noted that the materials distributed in over 900 municipalities sparked a considerable demand; several Municipalities have contacted LTA, saying that if the project is repeated, they would like to participate.

Without pretending to exhaustively compare synergies and complementarity between the contributions of this project and the previously funded UNDEF project (UDF-LEB-08-244), the evaluation team would like to point out a number of observations made during the mission. The Musharaka Project operated in very disadvantaged areas with high poverty levels. The beneficiary profile was complementary, since the LTA projects worked with young people aged 17-29, while the earlier project focused on younger populations aged 16-20. Both projects supported youth participation in municipal councils, the difference being that the YSCs created during the first project are still in operation and have an office at municipal headquarters. Mouvement Social is involved in lobbying initiatives to promote implementation of the national youth policy approved in 2012 and passage of the law authorizing youth participation (as electors and candidates) in municipal elections. Even though the two NGOs are located just 200 meters apart on the same street, they are unfamiliar with each other’s

projects. It would be very useful for these institutions to share the lessons learned from their respective projects, as it could encourage useful strategic partnerships and reciprocally increase the potential of their initiatives.



YSC training in Saadnayel

(iv) Sustainability

The beneficiary organization has the necessary structure and institutional capacity to lend sustainability to process launched to create spaces for youth participation in the Municipalities.

Providing continuity for the initiatives generated within the framework of the project is one of the concerns and priorities mentioned by LTA and its partner organizations. The basic idea is to try to ensure that young people have “their own identity” and “their own space” for activism and commitment in the community. According to the Executive Manager, up to now, this has been promoted “from the outside” by LTA. The next objective, then, would be to ensure that new initiatives are organized “with and by” young people. However, it must be acknowledged that the current social and political context is not really right for this.

Municipal governments have a 6-year mandate. The election of the Head of the Municipality is heavily influenced by the families and political affiliations in the region. When the family in power changes, there is no guarantee of continuity, since each family has its own program that does not necessarily foster the continuity of the preceding one.

Furthermore, the situation in Lebanon is difficult, since there is little access to public information or opportunity for citizen oversight, especially when it comes to monitoring budget execution. Moreover, there is still no legislation authorizing and regulating youth participation in municipal elections. Although some organizations are lobbying for it, it is very hard to change the legal framework, since government institutions often reject any reform initiatives. LTA explained that this is why it long ago stopped including legislative changes in its project objectives and now prefers to work and organize its interventions within the constraints of the national situation.

It’s like a building in that the floors are constructed one by one until the entire structure is completed. Young people are gradually joining projects and gaining new knowledge and skills.
Said Issa, Grassroots Manager

Given the characteristics of this context, the fact that the initiatives that were implemented built trust among the different stakeholders involved in the project – youth beneficiaries, municipal council members, and citizens – was a major achievement.

The small projects are still ongoing in the five municipalities, having found the necessary support to ensure their continuity. Thus, for example, the computer center in Taalabaya was set up in a school, and the school itself, together with the Municipality assumed responsibility for its maintenance. This was also the case in the municipality of Al-Sawiri, where the cultural center is operating in a locale provided by the Municipality; this locale is also being used right now for some refugee assistance activities.

The most significant project outcome has been the young people who have been trained, who have become more capable social actors and today are taking the initiative to organize lectures and lead their communities – even if the initiatives are not formally recognized, since formal creation of an institutional space for youth participation has not been achieved. These young people represent social capital. They have become a community resource, and this constitutes potential that the LTA members, project team, and municipal officials interviewed would like to tap.

In fact, two years from now (2016), these young people will have an opportunity to run of office in the municipal elections. If elected, since they are active and known by the local population, they could end up serving on the municipal council. In addition, young people are informally continuing



their efforts to create contacts in each Municipality. They regularly return to municipal headquarters and keep in touch with staff from the organization that was responsible for local coordination of the project, meeting with them periodically. While the YCSs are no longer formal entities, their members continue activities in their respective cities. At the same time, LTA is continuing to support and organize activities maintain contacts. It recently held a meeting in Beirut, where youth from different municipalities could discuss and share their experiences and expectations.

Meeting with LTA Executive Team, representative from UNDEF, president of the Municipality, and Youth Shadow Council

In LTA's view, the project's continuity also derives from other activities under way in the regions – for example, the Corruption Investigators project, implemented with support from USAID, in which 240 young people investigated cases of corruption in the Municipality. Many of the young people from the UNDEF project were able to participate in this initiative. At the present time, with support from the European Union (EU), 150 young people from the Bekaa region and 900 from other parts of the country will receive training in the electoral campaign finance monitoring. The project is already under way in Tripoli and is scheduled to begin in Bekaa in October 2014.

In any case, most of the young people interviewed would like to have seen another project under way to ensure continuity and, in answer to the question about their expectations for the future, said that their only need is another project. The regional facilitator said that it would be worrisome if continuity could not be assured, since these young people are in difficult

situations and vulnerable to recruitment for terrorism. It is therefore important to be able to offer them alternatives.

With respect to financial sustainability, LTA has a network of contacts and agencies that fund its projects. The problem lies more with the Municipalities, because 90% of the budget for social projects is now being allocated for refugees, meaning that the local development budget is very small. Consequently, Municipalities have few resources to support civil society initiatives in the regions and no budget for initiatives to support youth.

(v) UNDEF value added

The support from the UNDEF project revealed the value of youth participation in local public administration. It also strengthened capacity among the beneficiary groups in the areas of governance and transparency – capacity that, in contrast to the capital, is hard to find in the Western and Northern Bekaa. According to the statements gathered, citizens have “awakened” to the issue of accountability, realizing that they can monitor the public budget, submit proposals to the Municipality, and learn that the purpose of these activities is not self-interest but the collective good of the entire community. These practices in the exercise of citizenship contribute value added that is greatly appreciated, especially in the country’s current social and political situation. In fact, this experience to a certain extent has become the cornerstone of change, which should facilitate the evolution of this initial stage of knowledge acquisition toward a gradual change in mentality and the understanding of democracy.



Saadnayel YSC after the elections

IV. Conclusions

The evaluation team drew its conclusions and lessons learned from the interviews and meetings with the beneficiaries, technical teams, and other actors involved in the project.

(i) The project demonstrated the importance of creating spaces for youth participation in local public administration. Capacity building offered young women and men the opportunity to become members of YSCs and actively participate in municipal councils, thus increasing transparency and accountability in these bodies. The municipal councils began to see the advantages of including young people in municipal administration and at the same time, their fears about the risks that this experience could entail dissipated. The beneficiaries' direct involvement in the preparation of the needs assessment, organization of the electoral process, and interaction with the Municipality contributed to the achievement of the intended outcomes. This conclusion follows from the findings on relevance, effectiveness, and impact.

(ii) The project prioritized a well-structured strategic approach that was highly relevant to the objectives pursued. LTA identified strategic partners, working simultaneously with youth and municipal authorities, which is a clear factor in success and learning. The project offered a sound concrete framework of theory and practice in the topics of governance, transparency, and accountability, showing how citizens can participate in the monitoring of the public budget and submit comments and proposals to the Municipality. The monitoring strategy implemented in the five municipalities ensured coherence between training contents and initiatives, fieldwork, and learning-by-doing activities. This conclusion follows from the findings on relevance, effectiveness, and sustainability.

(iii) The project provided a specific activity on how to conduct elections. The election of the five Youth Shadow Councils (YSCs) gave young people and the general public an opportunity to strengthen their democratic culture. However, greater attention could perhaps have been paid to the YSCs' role of representativeness and legitimacy in the community, as an experience in the exercise of democracy. While these young people wish to stay involved by participating in similar activities, it is not clear from the interviews how much of their motivation to participate in municipal councils stems from a desire to create a space for the exercise of citizenship. All of them intend to vote in the upcoming elections, but few are considering running for office. This is probably related to the political situation. However, even so, and because of this, it would be worthwhile to explore these components in greater depth. This conclusion follows from the findings on relevance, impact, and sustainability.

(iv) The project identified new needs that could be the focus of future initiatives to strengthen democratic processes. Two components are a priority. First, LTA members acknowledge that while this experience was a real contribution, it must be rounded out with processes that tangibly contribute to the development of a "youth identity" in municipal councils, acknowledging young people's role as active citizens. Second, the YSCs must be formally recognized and become part of the Municipality's institutional structure to guarantee the continuity of the project's activities and leave these spaces for youth participation well-established. YSCs will permit progress toward more committed civic

engagement leading to youth participation in decision-making and political dialogue with local authorities. This conclusion follows from the findings on impact and sustainability.

(v) Need to clearly and explicitly integrate the rights approach into democratic participation practices developed with and by youth. The conceptual approach and selection of small projects seem to have prioritized a needs-based approach over strengthening democratic practices. When talking about issues such as accountability, transparency in public administration, and even youth participation in the Municipality, the beneficiaries interviewed made no reference to them as civil rights. Many related them more to the need to educate youth to fight corruption. Similarly, while the projects that were implemented in the communities addressed the specific needs of the local population (e.g., support for community and cultural centers), they did not necessarily include components to strengthen democratic values or guarantee the exercise of civil rights. Moreover, many young people have decided to create their own organizations to carry out initiatives in their communities. However, there is no thought about their role as vectors of social change. There is a risk of indirectly encouraging the scattering and multiplication of initiatives without considering the value added that they bring to a context in which organizations receive very meager government support. This conclusion follows from the findings on relevance and impact.

(vi) Need to strengthen connections and synergies with other stakeholders and civil society initiatives working to promote youth participation in local public administration. No interaction or knowledge of each other has been observed between initiatives and projects with common objectives. This is true for the two UNDEF-funded initiatives, which, despite common objectives, are unfamiliar with each other and do not share the results of their respective good practices. In terms of impact, this is a weakness that should be addressed in the short term. This conclusion follows from the findings on relevance and impact.

V. Recommendations

The evaluation team proposes some guidelines that could strengthen the participatory processes begun and heighten the project's impact. The mission therefore recommends the following:

i. Plan initiatives to consolidate the participatory processes begun, especially the YSCs. To this end, the mission recommends more explicit efforts to foster an understanding that youth participation in local public administration is a process to foster the exercise of their rights and recognition of their status as citizens. This would involve strengthening the YSCs' representativeness and legitimacy in the community as spaces for building citizenship and influencing municipal public administration. This would require formal establishment of the YSCs and their insertion in the institutional structure; this would contribute to the creation of a collective youth identity with a specific agenda and a profile characterized by political and social dialogue with the local authorities (See Conclusions iii and iv)

ii. Contemplate and design alternative approaches when developing small projects for implementation in communities. These activities should offer youth an opportunity to employ participatory practices in the exercise of citizenship, putting accountability, transparency, and good governance consistent with the project's objectives on the public agenda. The strategic roadmap could be based on three types of processes: organizational (community spaces for participation), educational (capitalizing on the training provided on different topics), and advocacy-related (strengthening and institutionalizing spaces for dialogue with municipal authorities). The small projects, therefore, would not only be a response to identified community needs but serve as a collective space for learning about democratic processes and values. The gender approach could also be addressed, not simply from the standpoint of the quota for participation (women and men), but from the more qualitative dimension of creating more equitable opportunities for participation and leadership. (See Conclusion v).

iii. Strengthen connections and synergies with other civil society stakeholders and initiatives working to promote youth participation in local public administration. In order to capitalize on the impact of previous projects and activities, the evaluators recommend the identification of key strategic partners that can bring specific value added to the table through entities that promote interaction and the analysis of good practices. Special priority should be given to CSOs lobbying for (a) enforcement of the National Youth Policy, approved in 2012;¹⁰ (b) passage of the municipal elections law that includes youth participation; (c) the creation of a more objective and relevant mechanism for regulating youth participation in municipal councils through a Municipal Government Decree; (d) training in the right to participation (See Conclusion vi).

¹⁰ This policy was drafted in partnership with nongovernmental organizations (NGOs) for youth and other civil society organizations, as well as the Lebanese Ministry of Youth and Sports. It was prepared with support from United Nations agencies in Lebanon (UNESCO, UNICEF, UNDP, ILO, and UNFPA), which collaborated in the investigation of the situation of young people in Lebanon not only to support decision-making and political reform but to increase youth participation in all aspects of public life.

VI. ANNEXES

Annex 1: Evaluation questions:

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed

Project documents:

- (i) PO Note - UNDEF;
- (ii) Initial project document,
- (iii) Mid-term and Final narrative reports submitted by Lebanese Transparency Association (LTA);
- (iv) Report of the Youth Shadow Council, Municipality of Saad Nayel, July 2012;
- (v) Milestone Verification Report, April 2013;
- (vi) Milestone Financial Utilization Report, July 2012;
- (vii) Milestone Financial Utilization Report, July 2013;
- (viii) Milestone Financial Utilization Report, May 2014;
- (ix) Annex (these documents are available only in Arabic);
- (x) Website: www.transparency-lebanon.org

Materials produced during project execution:

- Guidebook and Good Governance matrix with recommendations of the Youth Shadow Councils, The Lebanese Transparency Association – No corruption, Badaro, Beirut, Lebanon, 2014;
- Materials produced for the training courses on the following topics:
 - o Corruption & Good Governance
 - o Access to Information
 - o Leadership
 - o Communication Skills
 - o Proposal Writing & Budget Preparation
 - o Municipal Budget & Budget Analysis
 - o Advocacy Strategies

Other documents:

- Projet de loi sur l'Accès à l'Information au Liban (under consideration) (Draft Law on Access to Information in Lebanon);
- Politique Nationale de Jeunesse au Liban, Ministère libanais de la jeunesse et des Sports, 2012. (National Youth Policy in Lebanon, Lebanese Ministry of Youth and Sports, 2012)

Annex 3: Persons Interviewed

September 14, 2014	
Arrival international consultant	
September 15, 2014	
<i>Evaluation Team meeting</i>	
Luisa María Aguilar	International Consultant
Sandra Kosremelli	National Consultant
Nadine Merhi	Senior Manager
Pamela Zouein	Financial Manager
Ayman Dandach	Project Coordinator and Administrative Assistant
September 16 , 2014	
Said Issa	Grassroots Manager
Nidal Khaled	Regional Facilitator, Mubadarat Organization
Ali Breich	Attorney, Member Municipal Council of the Municipality of Taalabaya
Sherihane Tarchichi	President, YSC of the Municipality of Taalabaya
Visit to the basketball court construction project	El Rawda , MEPI project
Visit to the project for the installation of a cultural center	Municipality of Al-Sawiri ,
Hussein Amer	President, Municipal Council of the Municipality of Al-Sawiri ,
Rida Janbein	Member, Municipal Council of the Municipality of Al-Sawiri ,
Khaled Amer	Member, Municipal Council of the Municipality of Al-Sawiri ,
Anas Abdel Khaleq	Member, YSC of the Municipality of Majdel Anjar
Hadi Nasaben	Member, YSC of the Municipality of Majdel Anjar
Ali Abdel Wahad	Member, YSC of the Municipality of Majdel Anjar
Anas Yassine	Member, YSC of the Municipality of Majdel Anjar
September 17, 2014	
Atallah Al-Salim	Researcher
Ronald Barakat	LTA Executive Director
September 18, 2014	
Feyrouz Salameh	Executive Director, Mouvement Social (MLS)
Rami Shamma	Development for People and Nature Association (DPNA)
September 19, 2014	
Nadine Merhi	Senior Manager
Luisa María Aguilar	International Consultant
Sandra Kosremelli	National Consultant

Annex 4: Acronyms

CSO	Civil Society Organization
DPNA	Development for People and Nature Association
ESCWA	Economic and Social Commission for Western Asia
EU	European Union
IMF	International Monetary Fund
LTA	Lebanese Transparency Association
NGO	Nongovernmental Organization
MEPI	Middle East Partnership Initiative
MLS	Mouvement Social
TOT	Training of trainers
UNDEF	The United Nations Democracy Fund
YSCs	Youth Shadow Councils